

## FURTHER CONTINUING APPROPRIATIONS, 1972

---

OCTOBER 6, 1971.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

---

Mr. MAHON, from the Committee on Appropriations,  
submitted the following

### REPORT

[To accompany H.J. Res. 916]

The Committee on Appropriations, to whom was referred House Joint Resolution 916, making further continuing appropriations for the fiscal year 1972, and for other purposes, report the same to the House without amendment and with the recommendation that the joint resolution be passed.

#### TIME PERIOD AND CONCEPT OF THE RESOLUTION

The resolution extends to *not later than* November 15. The current resolution (Public Law 92-38, as amended by Public Law 92-71) expires on October 15, so the proposal is to extend it by 31 days. This should allow reasonably adequate time for conclusion of the remaining unfinished appropriations business of the session, assuming of course timely action on the several related legislative authorization bills.

The resolution follows the basic form and concept of the one now in effect; it merely proposes to extend the date. The original continuing resolution for the current fiscal year—House Joint Resolution 742—was explained in considerable detail in House Report No. 92-302; a slight modification thereof in the second continuing resolution was explained in House Report No. 92-439.

Comporting with continuing resolutions over a period of many years and with the one currently in force, the general emphasis in the resolution is on the *continuation of existing projects and activities* at the lower of the fiscal year 1971 rate, or the budget request for 1972, where no action has been taken by either House, as is currently the case in respect to the remaining annual bills. The main thrust of the resolution is to keep activities of the Government, for which the

regular bills have not been enacted, functioning on a minimum basis until funds for the full year are otherwise determined upon.

### STATUS OF THE APPROPRIATION BILLS

Ten of the 14 regular annual appropriation bills for the fiscal year 1972 have been enacted into law. Four remain to be reported to the House. They are:

1. Military Construction, on which hearings were concluded June 29, but which has been awaiting the related authorization bill (H.R. 9844), now pending in conference.

2. Foreign Assistance, on which the main hearings were concluded July 1, but which has been awaiting the related authorization bill (H.R. 9910), now pending in the Senate.

3. District of Columbia, on which hearings were concluded prior to the August 6 recess, but which is significantly dependent on revenue legislation not yet considered by the House.

4. Department of Defense, on which hearings were concluded June 10, but which has been awaiting further developments on the related authorization bill (H.R. 8687), now pending in the Senate.

There will also be a closing supplemental bill to be considered.

#### FISCAL YEAR 1972 REGULAR ANNUAL APPROPRIATION BILLS

Bill	House passed	Senate passed	Conference report cleared	Signed into law
1. Education.....	Apr. 7.....	June 10.....	June 30.....	July 9.
2. Legislative.....	June 4.....	June 21.....	June 30.....	July 9.
3. Agriculture-EPA, etc.....	June 23.....	July 15.....	July 28.....	August 10.
4. Treasury-Postal Service-General Government.....	June 28.....	June 29.....	June 30.....	July 9.
5. State-Justice-Commerce-Judiciary.....	June 24.....	July 19.....	August 3.....	August 10.
6. HUD-Space-Science-Veterans.....	June 30.....	July 20.....	August 2.....	August 10.
7. Interior.....	June 29.....	July 16.....	August 2.....	August 10.
8. Transportation.....	July 14.....	July 22.....	August 2.....	August 10.
9. Labor-HRW.....	July 27.....	July 30.....	August 6.....	August 10.
10. Public Works-AEC.....	July 29.....	July 31.....	September 22.....	
11. Military construction.....	( ).....			
12. Foreign assistance.....	( ).....			
13. District of Columbia.....	( ).....			
14. Defense.....	( ).....			

1 Pending developments on related authorization bills.

### THE APPROPRIATIONS BUSINESS OF THE SESSION

#### FISCAL YEAR 1971

In this session, Congress has processed four appropriation measures relating to fiscal year 1971, namely, a special supplemental relating to the Department of Labor; an urgent supplemental bill; the second supplemental bill; and a continuing resolution making final disposition of the regular annual appropriations for the Department of Transportation.

In summary, budget requests for new budget (obligational) authority considered in these four measures totaled \$8,972,709,077. Amounts enacted totaled \$8,061,742,973, for a net reduction of \$910,966,104.

## FISCAL YEAR 1972

Congress has cleared to the President 10 of the 14 regular annual appropriation bills for fiscal 1972.

In addition, two special resolutions have been enacted—one relating to emergency public service employment and one relating to summer feeding programs for children. A third—relating to unemployment compensation benefits—was reported to the House today.

The following table summarizes the situation—not counting the unemployment compensation resolution reported today:

## NEW BUDGET (OBLIGATIONAL) AUTHORITY IN THE APPROPRIATION BILLS, 1972, AS OF OCTOBER 6, 1971

[Note.—As to fiscal year 1972 amounts only]

Bill	Budget requests considered	Approved	Change (+) or (-)
<b>In the House:</b>			
1. Education .....	\$5,068,343,000	\$4,800,088,000	<sup>1</sup> - \$268,255,000
2. Legislative .....	455,744,595	449,899,605	-5,844,990
3. Agriculture-Environmental and Consumer Protection .....	12,104,813,850	<sup>2</sup> 12,423,896,050	<sup>2</sup> +319,082,200
4. State-Justice-Commerce-Judiciary .....	4,204,997,000	3,684,183,000	<sup>3</sup> -520,814,000
5. Treasury-Postal Service-General Government .....	4,780,576,000	4,487,676,190	-292,899,810
6. Interior .....	2,164,569,035	2,159,508,035	-5,061,000
7. HUD-Space-Science-Veterans .....	17,457,017,000	<sup>2</sup> 18,115,203,000	<sup>2</sup> +658,186,000
8. Transportation .....	2,833,229,997	<sup>4</sup> 2,559,048,997	<sup>4</sup> -274,181,000
Advance 1973 appropriation .....	(174,321,000)	(174,321,000)	
9. Labor-HEW .....	19,942,996,000	20,361,247,000	+418,251,000
10. Public Works-AEC .....	4,615,945,000	4,576,173,000	-39,772,000
11. Emergency Employment Assistance (H.J. Res. 833) .....	1,000,000,000	1,000,000,000	
12. Summer feeding programs for children (H.J. Res. 744) .....		17,000,000	+17,000,000
13. District of Columbia (Federal funds) .....	(233,347,000)		
14. Defense .....	(73,249,259,000)		
15. Military construction .....	(2,313,375,000)		
16. Foreign assistance .....	(4,342,635,000)		
17. Supplemental, 1972 .....			
Total, House bills .....	74,628,231,477	<sup>6</sup> 74,633,922,877	<sup>6</sup> +5,691,400
<b>In the Senate:</b>			
1. Education .....	5,153,186,000	5,615,918,000	<sup>1</sup> +462,732,000
2. Legislative .....	535,349,607	532,297,749	-3,051,858
3. Treasury-Postal Service-General Government .....	4,809,216,000	4,752,789,690	-56,426,310
4. Agriculture-Environmental and Consumer Protection .....	12,104,813,850	<sup>2</sup> 13,621,677,050	<sup>2</sup> +1,516,863,200
5. Interior .....	2,194,594,035	2,226,023,035	+31,429,000
6. State-Justice-Commerce-Judiciary .....	4,216,802,000	4,098,083,000	-118,719,000
7. HUD-Space-Science-Veterans .....	17,457,017,000	<sup>2</sup> 18,698,518,000	<sup>2</sup> +1,241,501,000
8. Transportation .....	2,686,006,997	<sup>4</sup> 2,784,608,997	<sup>4</sup> +98,602,000
Advance 1973 appropriation .....	(174,321,000)	(174,321,000)	
9. Labor-HEW .....	20,123,637,000	21,018,317,000	+894,680,000
10. Public Works-AEC .....	4,616,082,000	4,716,922,000	+100,840,000
11. Emergency Employment Assistance (H.J. Res. 833) .....	1,000,000,000	1,000,000,000	
12. Summer feeding programs for children (H.J. Res. 744) .....		17,000,000	+17,000,000
Total, bills cleared Senate .....	74,896,704,489	<sup>6</sup> 79,082,154,521	<sup>6</sup> +4,185,450,032

See footnotes at end of table, p. 4.

## NEW BUDGET (OBLIGATIONAL) AUTHORITY IN THE APPROPRIATION BILLS, 1972, AS OF OCT. 6, 1971—Con.

[Note.—As to fiscal year 1972 amounts only]

Bill	Budget requests considered	Approved	Change, (+) or (—)
Enacted:			
1. Education.....	\$5,153,186,000	\$5,146,311,000	<sup>1</sup> —\$6,875,000
2. Legislative.....	535,349,607	529,309,749	—6,039,858
3. Treasury-Postal Service-General Government.....	4,809,216,000	4,528,986,690	—280,229,310
4. Agriculture-Environmental and Consumer Protection.....	12,104,813,850	<sup>2</sup> 13,276,900,050	<sup>2</sup> +1,172,086,200
5. State-Justice-Commerce-Judiciary.....	4,216,802,000	4,067,116,000	—149,686,000
6. Interior.....	2,194,594,035	2,223,980,035	+29,386,000
7. HUD-Space-Science-Veterans.....	17,457,017,000	<sup>3</sup> 18,339,738,000	<sup>2</sup> +882,721,000
8. Transportation.....	2,686,006,997	<sup>5</sup> 2,730,989,997	<sup>5</sup> +44,983,000
Advance 1973 appropriation.....	(174,321,000)	(174,321,000)	—
9. Labor-HEW.....	20,123,637,000	20,704,662,000	+581,025,000
10. Public Works-AEC.....	4,616,082,000	4,675,125,000	+59,043,000
11. Emergency Employment Assistance (H.J. Res. 833).....	1,000,000,000	1,000,000,000	—
12. Summer feeding programs for children (H.J. Res. 744).....	—	17,000,000	+17,000,000
Total, bills enacted.....	74,896,704,489	<sup>6</sup> 77,240,118,521	<sup>6</sup> +2,343,414,032

<sup>1</sup> As passed by both House and Senate, the education appropriation bill did not include \$400,000,000 requested in the budget for purchase of student loan notes from colleges and universities, contingent upon legislative authority not yet enacted. If the \$400,000,000 is excluded from all of the figures shown, the amount in the House approved bill is in effect a net increase of \$131,745,000 over the budget requests considered by the House; the Senate approved bill on the same basis is \$862,732,000 over the budget requests considered by the Senate; and the enacted bill on the same basis is \$393,125,000 over the budget requests considered.

<sup>2</sup> There was \$1,000,000,000 in the budget as a proposed supplemental for special revenue sharing, or one-half year funding in certain housing and urban development programs. Taking into account that \$850,000,000 of that amount was for the HUD-Space-Science-Veterans bill, the House bill is \$191,814,000 below the budget requests; the Senate bill is \$391,501,000 above the requests; and the enacted figure is \$32,721,000 above the requests. Taking into account the remaining \$150,000,000 of the proposed supplemental which was for the Agriculture-Environmental and Consumer Protection bill, the House bill is \$169,082,200 above the budget requests; the Senate bill is \$1,366,863,200 above the requests; and the enacted figure is \$1,022,086,200 above the requests.

<sup>3</sup> \$352,715,000 of this figure is apparent, not real, because all maritime programs and one judiciary item were struck by floor points of order.

<sup>4</sup> House bill does not include \$248,000,000 floor addition to "Federal Payment to Airport and Airway Trust Fund" since, technically, it is not new budget authority until appropriated out of the trust fund. Senate bill adds another \$219,800,000 to this "Federal payment" account. Conference report adds \$239,000,000 to the budget for this "Federal payment."

<sup>5</sup> Includes \$235,000,000 related to prior decision to terminate the SST.

<sup>6</sup> Considering footnotes <sup>1</sup> and <sup>2</sup> (\$400,000,000 for the purchase of student loan notes from colleges and universities and \$1,000,000,000 for the proposed supplemental for special revenue sharing), the House bills are \$594,308,600 below the budget requests; the Senate bills are \$3,585,450,032 above the requests; and the enacted figure is \$1,743,414,032 above the requests.

The above table reflects a *net* increase of about \$2.3 billion above the specifically related budget requests for fiscal 1972 considered in the 12 measures listed. But this net increase, taken alone, is misleading and needs two important qualifications for more complete comparability:

First, in relation to the overall budget recommendations of the President, it is an overstatement of congressional action to the extent of \$1 billion which is in the budget as a proposed supplemental for special revenue sharing relating to certain housing and urban development programs as a substitute for only 6-month funding of some of those programs; Congress, in the appropriation bills, revenue sharing not having been adopted, decided to fund them on the regular 12-month basis rather than half the year as proposed. The extra 6 months shows up as an increase but it is not a bona fide increase.

Second, likewise, in relation to the overall budget recommendations of the President, the \$2.3 billion is an understatement of congressional action to the extent of \$400 million in connection with proposed legislation in the budget relating to student loan funds dealt with in the education appropriation bill.

*In other words, taking into account these two factors, the net increase is approximately \$1.7 billion above the overall budget requests for appropriations thus far.*



## COMPREHENSIVE BUDGET SCOREKEEPING REPORTS

The foregoing table relates to the appropriation bills and measures processed through the Committee on Appropriations. While the appropriation bills encompass the bulk of the outgo side of the budget, there are significant actions in the legislative mill outside the appropriations process that bear on what is happening to the President's fiscal proposals. These actions are covered by the periodic budget "scorekeeping" reports issued by the staff of the Joint Committee on Reduction of Federal Expenditures.

These reports are designed to keep tabs, currently, on what is happening in the legislative process to the budget recommendations of the President, both appropriationwise and expenditurewise, and on the revenue recommendations, and not only from actions in the revenue and appropriation bills but also in legislative bills that affect budget authority and expenditures (backdoor bills, bills that mandate expenditures, and so on).

Several such reports have been issued this year—the latest one as of September 24. Copies are sent to the office of each Member.

## COMPLIANCE WITH RULE XIII—CLAUSE 3

The following is submitted in compliance with clause 3 of rule XIII:

The accompanying House Joint Resolution would amend section 102 of Public Law 92-38, as amended by Public Law 92-71, by striking out (per brackets) and inserting (per italicized matter), as follows:

SEC. 102. Appropriations and funds made available and authority granted pursuant to this joint resolution shall remain available until (a) enactment into law of an appropriation for any project or activity provided for in this joint resolution, or (b) enactment of the applicable appropriation Act by both Houses without any provision for such project or activity, or (c) **[October 15, 1971]** *November 15, 1971*, whichever first occurs.

○





